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DEPARTMENT OF EDUCATION

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Report on
167 **PROVINCIAL
LIBRARY
SERVICE
IN ONTARIO**

A REPORT BY W. S. WALLACE



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RECOMMENDATIONS MADE BY THE DIRECTOR OF PUBLIC LIBRARY SERVICE

It is recommended that the proposals made in Doctor Wallace's Report be put into effect in the following order:

- I. That permissive legislation be provided for the establishment of county public libraries based upon the principles under which municipal public libraries are established and financed, and with the expectation that such county public libraries, working where possible in close co-operation with the larger city and town public libraries, would supersede and replace the present library co-operatives.
- II. That an Assistant Director of Public Library Service be appointed who would assume the task of promoting and supervising county and regional library work, and who would assist the Director of Public Library Service in the administration of The Public Libraries Act and Regulations and in the promotion of public library service generally.
- III. That a Supervisor of Children's Library Service be appointed to the Public Libraries Branch. The duties of this librarian would be to select children's books for the Travelling Libraries, and to go among the smaller libraries of the Province to assist and advise the local librarians in bringing their children's book collections and organization of service to a higher level.
- IV. That a regional library demonstration be made in an area in Northern Ontario in which, because of the vast distances and scattered population centres, municipal library service cannot function effectively. This demonstration would be financed wholly by the Department of Education for at least 3 years, at the end of which time local authorities would be expected to take over a fair share of the financial responsibilities.

- V. That a system for interlibrary lending of books be established, with the Public Libraries Branch acting as a clearing house for requests and shipments. For the operation of such a system, the co-operation of city and university libraries with large holdings would need to be obtained, and compensation would need to be made to these libraries for the service and material provided for them. In addition, the provincial service itself, through the Travelling Libraries, would need to build up a stock of books with which to fill requests that cannot be met by borrowing.
- VI. That by making the necessary addition to the stock of the Travelling Libraries, and by providing additional accommodation, a system of lending books to individual residents within the Province be instituted after the pattern generally known elsewhere as "Open Shelf."

ANGUS MOWAT
Director of Public Library Service.

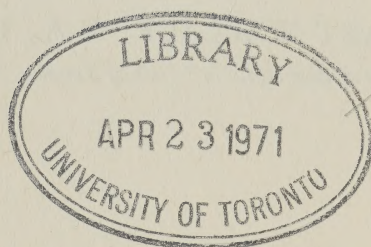
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By
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JANUARY 3rd, 1957



REPORT ON PROVINCIAL LIBRARY SERVICE IN ONTARIO

Foreword by the Minister

WHEN DOCTOR W. STEWART WALLACE ACCEPTED MY INVITATION to make this survey and report, the first step was taken towards bringing to a conclusion and a solution a question which had been the subject of much discussion and many recommendations in years gone by.

More than a decade ago, a number of recommendations had been made by the Ontario Library Association, requesting that a provincial library be established. These communications were not tossed thoughtlessly aside. Indeed, they were given the most thoughtful consideration, and rightly so, since the Department of Education realized that they emanated not from any group of self-seekers but from a body of professional library workers, dedicated to a life of service. They were supported, moreover, by library trustees, business and professional people whom we knew to be sincere and realistic in attempting to meet what they regarded as a serious need.

The year in which the problem first came clearly into focus was 1955, and in that year two important events occurred. First, letters came in from a large number of library boards, all members of the Trustees' Section of the Ontario Library Association, pressing for the establishment of a provincial library. Second, the Ontario Library Association asked that a provincial librarian be appointed to make a survey of library resources within the Province and to report upon the need, if any, for a provincial library service.

Recognizing the importance of the issue, I decided to appoint, not a provincial librarian as the Association had asked, but a most competent and experienced former librarian of the University of Toronto, to make a thorough survey of the situation and to report his findings to me.

Doctor Wallace has performed his task with the skill and the imagination that was anticipated, and the result of his work is now presented for public information. For the excellence of this report I am most grateful. If its recommendations can be put into effect gradually, step by step, the members of the library profession, the trustees who are responsible for our municipal libraries and, above all, the rapidly-growing numbers of books-users in the Province, will also have good cause to be grateful to Doctor Wallace for the valuable and constructive comments and recommendations contained in this Report.

W. J. DUNLOP,
Minister of Education.

Toronto, April 24th, 1958.

TO THE HONOURABLE W. J. DUNLOP, MINISTER OF EDUCATION
FOR THE PROVINCE OF ONTARIO:

Sir,

I have the honour to submit the following report, pursuant on my appointment by an Order-in-Council dated the ninth of May, 1956, to make a survey of the needs of a Provincial Library Service in Ontario.

My instructions, as set forth in the Order-in-Council, are as follows:

- “(a) to study the need for a Provincial Library Service in Ontario;
- “(b) to survey the probable requirements of such a Service;
- “(c) to study the present operation of similar Library Services in other provinces of Canada and certain states in the United States;
- “(d) to determine what assistance and co-operation for such a Service would be available from the National Library at Ottawa, from existing municipal and university libraries within the province, and from other sources;
- “(e) to report findings and make recommendations to the Honourable the Minister of Education before the close of the fiscal year.”

Before describing what I have done in my attempt to carry out these instructions, I think I ought to say, first of all, that it is a mistake to assume that there has been no sort of provincial library service in Ontario up to the present. The provincial library service in Ontario has not been so named, and it has not been as fully organized and developed as the

provincial library systems in some other provinces; nevertheless, it has a long history behind it. The Library of the Ontario Department of Education, which goes back to its foundation in 1857 by Egerton Ryerson, gave a loan and reference service to schools and schoolteachers for over half a century before it was absorbed by the Ontario Legislative Library in 1923; and the Legislative Library has continued this service on a considerable scale since that time. In 1880, moreover, there was created a Public Libraries Branch in the Department of Education, under the supervision of an Inspector of Public Libraries. (The title of this officer was changed in 1947 to that of Director of Public Library Service; but it might just as well have been changed to that of Director of Provincial Library Service.) As early as 1905 the Public Libraries Branch was given charge of a system of travelling libraries, which had been organized a few years before; and for over fifty years these travelling libraries have played an ever-increasing part in elementary, secondary, and adult education in Ontario. In 1955 the Public Libraries Branch sent out about 1,500 boxes of books to schools and community centres throughout Ontario, or a total of about 70,000 volumes; and in addition to this they sent out nearly 1,250 books on loan to teachers. In 1916 the Branch began the publication of the *Ontario Library Review*, a quarterly periodical which, with its book-lists, its news notes, and its articles on library work, has given Ontario something that no other province possesses; though I am afraid that the *Ontario Library Review* has not always been appreciated by librarians and library trustees in Ontario at its true value, perhaps because its subscription price is only twenty-five cents a year.

The primary duty of the Director of Public Library Service has been to visit, inspect, and advise the public libraries of the province. I should like to be allowed here to express my admiration of the gallant and self-sacrificing way in which the present Director has discharged this duty. No one could have done more; many would have done less. But there are nearly five hundred public and association libraries in Ontario, as well

as sixteen county or district co-operative libraries; and to expect one man to visit, inspect, and advise all these libraries is to ask the impossible.

What those who have been advocating a Provincial Library or a Provincial Library Service have had in mind has not been, it would seem, something wholly new, but an extension and development of services already in existence.

THE SURVEY

ON MY APPOINTMENT, MR. ANGUS MOWAT, THE DIRECTOR OF Public Library Service in Ontario, kindly placed at my disposal his file of correspondence relating to the matter of a provincial library; and in this file I found four briefs in regard to a provincial library service presented at various times by the Ontario Library Association. These I have read carefully. They are as follows:

(1) A brief on "The Library Needs of the Province of Ontario", prepared by a committee of which I myself was chairman, and submitted to the Minister of Education in 1944;

(2) A brief on "Libraries in Ontario" presented to the Royal Commission on Education in Ontario in 1945, and prepared by a committee of which Dr. R. E. Crouch was chairman;

(3) A report to the Executive of the Ontario Library Association prepared by the Provincial Library Committee, under the chairmanship of Dr. Freda Waldon, in 1952, and printed in the *Ontario Library Review* of August, 1952;

(4) A brief on "The Need for a Provincial Library" submitted to the Government of Ontario on December 23, 1955, and signed by William Graff, President of the Ontario Library Association, by Miss Dorothy Shoemaker, chairman of the Provincial Library Committee of the Association, and by Dr. Freda Waldon and Miss Roberta Wilson, past chairmen of the Provincial Library Committee.

These documents are appended to this report as Appendices A, B, C, and D.

I have also read the recommendations in regard to a Provincial Library Service made in the *Report of the Royal*

Commission on Education in Ontario (known as "the Hope Report") in 1950.

Since most of these documents preceded in point of time the establishment of a National Library at Ottawa, it seemed to me that the first step I should take was to ascertain how far the requirements of a provincial library service in Ontario would be affected by the new fact of a National Library, serving the whole of Canada. As soon as possible, therefore, I went to Ottawa, and had an interview with Dr. W. Kaye Lamb, the National Librarian, and Miss Elizabeth Morton, the Secretary of the Canadian Library Association. While I should not like to bind Dr. Lamb by what was merely an exchange of ideas, I gathered from him that the National Library, with its union catalogue and its interlibrary loan service, would be prepared to look after the needs of the university and college libraries, of the larger public libraries, and even of special libraries—in fact, the needs of what might be described as "research libraries". On the other hand, he felt that a provincial library service should look after the needs of the smaller public libraries (including the county or district co-operative libraries), and of those areas which were served only by travelling libraries, or were without any library service whatever.

This very satisfactory talk greatly simplified my problem, and enabled me to discuss it, I hope, more clearly when on May 4, at the invitation of Mr. Angus Mowat, I met the members of the Provincial Library Committee of the Ontario Library Association in the University of Toronto Library. There I had the opportunity of learning the individual views of various members of the committee.

Since that meeting I have made several trips to different parts of the province, with a view to finding out the needs of the smaller public libraries. I attended the annual meeting of the Ontario Library Association at Oshawa on May 16, and that of the Canadian Library Association at Niagara Falls on June 12-13; and at both meetings I met librarians from all parts of the province who were kind enough to give me their views. I have not been able to visit more than a small fraction of the libraries in the province; but I have visited, I think, typical

libraries of various sizes. I have also had interviews with all those who have acted as chairmen of the Provincial Library Committee of the Ontario Library Association. I went to Kitchener to see Miss Shoemaker, and to Hamilton to see Dr. Freda Waldon; and later, at Fredericton, I saw Mrs. Weiner (formerly Miss Roberta Wilson), who was chairman of the committee between Dr. Waldon and Miss Shoemaker. I also went later to London to see Dr. Crouch, the chairman of the committee that presented the brief to the Royal Commission on Education; and to St. Catharines, to see Miss Reata Vansickle, the chairman of the Canadian Association of Children's Librarians. At my suggestion, Miss Vansickle has prepared a letter setting forth what she feels a provincial library service could do for children's libraries in Ontario; and I am adding this as Appendix E to this report.

I might add that I have had several talks with Mr. Angus Mowat, the Director of Public Library Service, and with Mrs. Fraser, the Legislative Librarian; and I appreciate the kindness and co-operation with which they have met my enquiries.

Long before the Minister of Education asked me to make this survey I had made arrangements to spend a good part of July and August, 1956, in England and Scotland. Had it been necessary to cancel this trip, I should have done so; but July and August did not seem very good months to pursue my investigations in Canada, and I decided to go to Great Britain for the summer months (at my own expense), in the hope that I might learn something there of the operation of the National Central Library in London and the Scottish Central Library in Edinburgh which might throw light on the problem of a provincial library service in Ontario. I am very glad that I did so; for I found in these libraries a clue to what seems to me to be the solution of at least part of the problem in Ontario.

On my return from Great Britain, I went to the western provinces of Canada, where I saw the provincial library systems at work in Manitoba, Saskatchewan, Alberta, and British Columbia. The organization of the provincial library services in each of these provinces is different; but they have all a common feature—what is known as the "Open Shelf" for areas that

have little or no public library service—and I thought that this feature was deserving of study. Later, I went to Nova Scotia, where there is a fully integrated provincial library service, and to New Brunswick, where a provincial library service (known as “The Central Library Service”) was set up two years ago. To those in these six provinces who gave me so generously so much of their time, and answered so patiently so many of my enquiries, I should like here to express my deep gratitude.

I did not (as I had at first thought of doing) visit some of the state libraries in the United States; for in 1956 the U.S. Department of Health, Education, and Welfare published a most comprehensive review of *The State and Public Supported Libraries: Structure and Control at the State Level* (Misc. No. 24), which gives full information about all the state libraries in the American Union—more information than I could hope to acquire by a personal visit to two or three state libraries. I might add that I had already travelled about fifteen thousand miles in my quest for information; and I shrank from further travel, if not necessary.

THE REPORT

THOSE WHO PREPARED AND SIGNED THE BRIEFS OF THE ONTARIO Library Association advocating the creation of a Provincial Library (including myself) were not very explicit with regard to the form the Provincial Library should take; but I should imagine that most of those who signed these briefs envisaged the creation of a beautiful new Provincial Library Building, with a large book-stock, somewhere in the neighbourhood of Queen's Park, Toronto. This may not have been as questionable then as it is now; for most of these briefs were prepared when the idea of a National Library at Ottawa seemed a dream of the still distant future. A Provincial Library at Toronto no doubt seemed to fill for Ontario the gap that the absence of a National Library created for Canada.

Now that the new National Library is in being, however, the situation has radically changed. To build in Toronto a Provincial Library which would duplicate on a provincial scale the resources of the National Library would seem to be, to a large extent, a needless duplication.

I have some doubt, moreover, whether the building of a brand new Provincial Library in Toronto would ever have been a defensible proposal. There are in the heart of the city of Toronto today over a dozen large libraries; and to add another to this group of libraries would undoubtedly result in a great deal of unnecessary duplication in Toronto itself. There has already been far too much uncontrolled duplication in the libraries of the city of Toronto, and even in the libraries of the University of Toronto. A perusal of the *Joint Catalogue of Serials in the Libraries of the City of Toronto* reveals the fact that there are in the libraries of Toronto six more or less complete sets of the *Quarterly Review* and the *Edinburgh Review*—five of *Punch*, seven of *Queen's Quarterly*, five of the *Canadian*

magazine, and five of the *Canadian Banker*, each occupying very many feet of shelf space—whereas only two, or at the most three, of the sets of any of these periodicals would suffice for all possible needs. There is only one bound file of *Saturday Night* in any Toronto library; but no fewer than six libraries are now busy binding it and putting it on their shelves. These are merely examples of the sort of uncontrolled duplication that has been going on in the libraries of Toronto; and to add to it by creating a new library, “with a large book-stock”, might properly be regarded as a waste of money.

I think it should be clear that what is needed is not a Provincial Library (in the full sense of the word), but a Provincial Library Service that would place at the disposal of the people of Ontario a large part at least of the resources of the libraries of Metropolitan Toronto, as well as those of other centres in Ontario.

How, then, is this Provincial Library Service to be organized? I must confess that, when I began my survey, I was impressed by the fact that in at least half of the states in the American Union the Legislative Library forms part of the state library service; and in some cases the Legislative Librarian is the administrative head of the state library service. The idea that the library services of the state or province should be combined under one head has no doubt something to commend it; and I can easily understand how in 1944 I had no difficulty in subscribing to the idea that “the Legislative Library should be a unit functioning within this [the Provincial] Library.” But, as I have studied the situation in Ontario more closely, I have come to the conclusion that no good purpose would be served by bringing the Legislative Library into any sort of union with the Provincial Library Service. The functions of the Legislative Library are so different from those of what is now the Public Libraries Branch that they have little in common. The Legislative Library exists to serve the needs of the members of the cabinet, the legislature, and the civil service; and this is an essential and specialized task. The Public Libraries Branch, on the other hand, exists to serve the needs of the general public. It is true that, because of an historical accident, both give ser-

vice to schools and schoolteachers; but this is a duplication which, as we shall see, may easily be ironed out, without even going through the tedious and difficult business of transferring to the Public Libraries Branch the books in the Legislative Library which belonged to the old Library of the Department of Education. The Legislative Library should be left alone to perform its primary functions; and any assistance it can give to a Provincial Library Service should be a secondary duty. I am glad to see that Mr. Peter Grossman, in his admirable report on *Library Service in New Brunswick* (Fredericton, N.B., 1953), agrees with this view. He says:

In some provinces the term Provincial Library has been synonymous with Legislative Library, particularly where the latter has accepted the responsibility for province-wide library development. These activities have inevitably interfered with the legislative reference work, which is the proper function of a Legislative Library; and the general opinion is that the two functions should be divided.

We come thus to the conclusion that the Public Libraries Branch, which has been giving a province-wide travelling libraries service, should be the nucleus of any extended Provincial Library Service.

What services, then, should a Provincial Library Service offer to the people of Ontario that the Public Libraries Branch does not now provide?

I have already said that it is too much to expect of one inspector of public libraries (even if his title has been changed to that of director) to cover all the public libraries of the province. One inspector of public schools does not attempt to cover the public schools of the province. I am not suggesting that there should be an inspector of public libraries for every county in Ontario. But I do think that the Director of Public Library Service should have some assistant directors or assistant inspectors, whose duties should be to aid in every possible way the establishment and growth of libraries under their supervision. It is difficult for an outsider to prescribe what

assistance the Director of Public Library Service should have; that is something for him to decide, on the basis of his own experience. But I am of the opinion that he should be an administrator of the department, rather than an inspector, and that he should have the assistance of one or more inspectors of public libraries, of an inspector of county or regional libraries, and of an inspector of children's libraries.

The inspection of public libraries is not merely a matter of reporting on these libraries, and of recommending the size of the provincial grant. There are two kinds of public libraries in Ontario. There are the so-called "free libraries", which are public libraries in the true sense of the word, and are supported by municipal taxes; and there are the so-called "association libraries", which are not supported by municipal taxes, but rely on the contributions of those who form a "library association". The latter are, as a rule, far less flourishing than tax-supported public libraries; and one of the duties of the Public Libraries Branch is to try to persuade the municipalities in which there are "association libraries" that these should be transformed into "free" public libraries, supported (like the public schools) by municipal taxes, as well as legislative grants, and the property of the whole community. Work of this sort, in a province the size of Ontario, needs the efforts of more than one man.

Into the whole question of the establishment of regional libraries (including the county and district co-operative libraries of Ontario) I do not propose to enter here. It is a subject on which I find it difficult to make up my mind. Not only in Ontario, but in other provinces as well, I cannot help wondering whether the results have always been commensurate with the efforts put forth by those who have struggled (like missionaries trying to convert the heathen) to get regional libraries started. It is a singular fact, for example, that while there are fifteen county or district co-operative libraries in western Ontario, there is only one east of Toronto. Yet there can be no doubt that co-operation between a regional library and the smaller libraries dependent on it results in a library service vastly better than if the smaller libraries were left to their own devices. So far as the creation of more and better

regional libraries offers the hope of better library service in the future, it would seem to be the duty of the province to do what lies in its power to forward this development; and the most obvious means of doing so is to appoint an officer of the Provincial Library Service charged with fostering the growth and development of regional libraries.

I think, too, that there might well be on the staff of the Provincial Library Service a children's librarian, such as has recently been appointed in New Brunswick and Saskatchewan. The work of the children's librarians in the province is of such vital and far-reaching importance, and is of such a specialized character, that the appointment of a provincial children's librarian might provide the assistance which they feel they need. I do not think that a Provincial Library Service could do very much in the way of providing books and other material for the children's branches in the public libraries of the province; but there are many other ways in which it could provide assistance and support. I have added, as Appendix E to this report, a letter I have received from Miss Reata Vansickle, the chairman of the Canadian Association of Children's Librarians, outlining her ideas as to the assistance the children's librarians need. "It would be a pity," writes Miss Vansickle, with some pungency, "if we forgot the children." Later, I received a similar communication from Miss Margaret Whiteman, the chairman of the Children's Librarians' Section of the Ontario Library Association; and I am adding this as Appendix F to this report.

These suggestions are in line with the recommendations of "the Hope Report" (p. 155) that the Public Libraries Branch be expanded to include a field officer for general inspectional and guidance work and a librarian specially trained in work with boys and girls and young people, who will inspect libraries and also give guidance.

Thus far I have confined my suggestions to what may be described as administrative changes. But I now come to two major additions which I think desirable in the service which the Public Libraries Branch now gives. The first of these is the establishment of an interlibrary loan system for the smaller

public libraries in the province, paralleling the interlibrary loan service that the National Library will, I understand, offer to the larger libraries; and the second is the establishment of what (for want of a better term) has come to be known as an "Open Shelf" system of library service.

An Interlibrary Loan Service

The proposal was made in "the Hope Report" that the Provincial Library Service should be "anchored" to a library with a large book-stock, such as the Toronto Public Reference Library. I think it may be well to quote the exact terms of the recommendation, which ran as follows:

That the proposed provincial library be based on an existing public library which already possesses a large "book-stock and microfilm or photostat facilities." The *Report* goes on to say that "the most logical and economical method would appear to be to make use of the Toronto Public Library, which has the necessary land area and experienced personnel" (p. 155).

There are, however, at least two serious objections to this proposal. The first is that the administrative difficulties involved in tacking a provincial institution on to a municipal library would be far from negligible. The second is that to "anchor" a Provincial Library Service to only one library would be a mistake. Toronto is unique among provincial capitals in Canada in that it has, within a radius of a mile or two, over a dozen libraries, with a book-stock of approximately three million volumes; and I see no reason why a large part of the resources of these libraries should not be available to other libraries in Ontario by way of interlibrary loan.

I think it may not be amiss if I here enumerate and describe these libraries. In the first place, there are the libraries of the University of Toronto (including not only the main University Library, but also the libraries of Victoria College, Trinity College, St. Michael's College, Knox College, Wycliffe College, Emmanuel College, the College of Education, and the Connaught Laboratories); with a book-stock of about a million and

a quarter volumes, and comprising a collection of scientific and foreign language books and serials to be found nowhere else in Canada. Then there is the Toronto Public Reference Library, with a book-stock of nearly 900,000 volumes, in which is included a collection of Canadiana unequalled in any library anywhere. Add to these the libraries of the Provincial Government (including the Legislative Library), with a book-stock of over 350,000 volumes, the libraries of the Royal Ontario Museum and of the Law Society of Upper Canada, each with a book-stock of nearly 100,000 volumes, the Library of the Academy of Medicine, with a book-stock of over 50,000 volumes, the Library of the Ontario Hydro-Electric Power Commission, with a book-stock of over 25,000 volumes, and the Library of the Ontario Research Foundation, with a book-stock of over 20,000 volumes—and it will be seen that Ontario has in these libraries a vast reservoir of resources on which to draw.

It must be understood, of course, that there are in all these libraries many books that cannot be sent out on inter-library loan. Reference books fall into this category in all libraries, as do books so rare as to be irreplaceable if lost in the mails. The libraries of the University cannot lend books that are in urgent demand by undergraduate or even graduate students. The same is true of the Library of the Law Society of Upper Canada. In fact, every library must be the judge of what it can lend and cannot lend. But there must be on the shelves of the libraries of Toronto hundreds of thousands of volumes that are not in urgent or constant demand, and that could be lent for limited periods. There are, for example, many expensive books on the shelves of Toronto libraries which smaller libraries in the province could not afford to buy, but which are used only occasionally and could easily be lent. One concrete example will perhaps illustrate what I mean. Two years ago the University of Toronto Press published a book on *The North American buffalo* which cost \$12.50. There are many public libraries in Ontario which would hesitate to spend so much on a book in which only a few readers would be interested; but there are several copies of this book in the libraries

of Toronto, none of which is in constant use, and any one of which could be lent without inconvenience to anyone.

My idea is that the Provincial Library Service should act as a clearing-house for these interlibrary loans. It was with a view to exploring the possibilities of this sort of service that I was anxious to go to Great Britain and visit the National Central Library in London and the Scottish Central Library in Edinburgh. What I saw of the operation of these two libraries was most illuminating. Neither of them has a large book-stock. The National Central Library contains only about 90,000 volumes; and the Scottish Central Library only between 30,000 and 40,000 volumes. The National Central Library has, however, a union catalogue of the resources of the regional libraries which have been organized all over England, as well as of the holdings of the university and college libraries; and the Scottish Central Library has a union catalogue of the holdings of the chief libraries of Scotland, since no system of regional libraries has been organized there. Neither the National Central Library nor the Scottish Central Library actually handles the interlibrary loans, unless in the case of a book on their own shelves. They merely pass on the request for an interlibrary loan to a library that is able to fill the request; and the loan is arranged between the two libraries concerned. To my mind such a system provides the answer to the problem in Ontario. It would be a means whereby a good part of the rich resources of the libraries of Toronto might be made available to smaller libraries in Ontario; and in this way the creation of a provincial library with a large book-stock would be rendered unnecessary.

Such a system of interlibrary loans has already been in operation in the University of Toronto Library for over a third of a century. In fact, during this time the University of Toronto Library did something to fill the gap created by the absence of a National Library. For many years the Toronto Public Reference Library did not lend books to other libraries; its Board evidently took the view that the Toronto Public Reference Library was a reference library solely for the citizens of Toronto. But of more recent years a more generous policy

has been adopted; and the Toronto Public Reference Library now lends an increasing number of books to other libraries in Ontario. In fact, the trend in Great Britain, in the United States, and in Canada has been of recent years toward greater co-operation between libraries. After all, most libraries in Ontario receive support from public funds, and it is not unreasonable to expect them to take part in a system of provincial library co-operation. It might be proper for the province to make adequate grants to libraries that obtain no support from public funds; and I think that the Toronto Public Library, if it is expected to take part in an interlibrary loan system, should receive a larger grant from the province than it does at present. For some reason, the justice of which I am not able to fathom, the provincial grant to the Toronto Public Library is held to the maximum figure of \$60,000, whereas if the grant were proportionate to the size and needs of the library it might well be two or three times that figure.

To work out the mechanics of a provincial interlibrary loan system will take some thought, and any system will perhaps have to be modified in the light of experience. It may be necessary to levy a service charge on interlibrary loans, if only to eliminate frivolous or unnecessary requests; though there is always the possibility that the book-keeping involved in keeping track of service charges would be uneconomic. I find it difficult, moreover, to decide whether it would be necessary to build up in Toronto a union catalogue of the holdings of Toronto Libraries. There is in print an up-to-date edition (the fifth) of a *Joint Catalogue of the Serials in the Libraries of Toronto*; and there will be no need to include serials in any union catalogue. So far as monographs are concerned, I should think that a competent librarian could guess or ascertain where most books were to be found in Toronto libraries. After all, the National Library in Ottawa is building up a union catalogue of the holdings of the larger Canadian libraries; and it would seem a pity to try to duplicate that catalogue so far as Ontario is concerned. Indeed, the cost of a union catalogue of the holdings of Toronto libraries would be very great. I should hope that a teletype service between the Provincial Library

Service in Toronto and the National Library in Ottawa would prove much less expensive. Indeed, I am old-fashioned enough to believe that the telephone in Toronto might solve the problem. But it is possible that a union catalogue or finding list of books in Toronto Libraries may become necessary; and if so, the cost will have to be faced.

In any case, I believe that if a Provincial Library Service can make available to the smaller libraries in Ontario even part of the resources of the libraries of Toronto (to say nothing of the libraries of Kingston, Oshawa, Hamilton, London, and Windsor), it will have been a great advance. Library co-operation has been a success in England and Scotland; I can see no reason why it should not be a success in Ontario.

The Open Shelf

For a good many years there has been in the four western provinces (Manitoba, Saskatchewan, Alberta, and British Columbia) a form of provincial service known as the "Open Shelf" (in Saskatchewan the term has now been changed to "Public Information"), which provides for the free loan of books by book-post to people who live in areas without public library service. One of my chief objects in visiting the western provinces was to see this system in operation. I confess that I had my doubts about it. To lend books to people over whom you had no hold (not even the nominal hold that a small deposit or fee would give), and to people who might change their addresses and be difficult to trace, was foreign to all my experience of library work. For over half a century the University of Toronto Library has lent books to university graduates in Ontario, and indeed to any others who could establish some good reason for being allowed books on loan, but only on condition that they made a deposit to cover (in part at least) the cost of replacing books lost. Yet, even with this precaution, there were some losses, sometimes of books difficult to replace. To lend books freely and indiscriminately seemed to me a most dubious proposition. Yet my visit to the western provinces convinced me that my fears were largely unfounded.

I found that in Manitoba the Provincial Library Service had in 1955 lent 40,000 books on the "Open Shelf" system; and that it had lost only one book. In Saskatchewan the loans from the "Open Shelf" had been in 1955 over 60,000, in Alberta over 65,000, and in British Columbia over 100,000; and in no case had the losses been more than negligible. The reason for the small percentage of books lost seemed to be that those to whom the loans were sent were so appreciative of the service they received that they were meticulous in observing the regulations laid down.

Whether an "Open Shelf" system would work as well in Ontario as it has in the western provinces, only experience can tell. The "Hope Report" estimated that one-third of the people of Ontario were without public library service; and some estimates run higher than this. This means that there are between one and two million people in Ontario without library service. To provide an "Open Shelf" system of loans to even a million people is a problem that far transcends that facing any of the western provinces, with their smaller populations. But I cannot help thinking that a beginning must be made some time, and the sooner the better. There are in the areas in Ontario without public library service many educated people who are hungry for books—clergymen, doctors, lawyers, engineers, foresters, business men, schoolteachers, and people of little formal education who have educated themselves. These people, together with their wives and families, would welcome with gratitude an "Open Shelf" system of book loans. The travelling libraries reach only a small percentage of them; many of them are in areas to which the travelling libraries do not travel. These people pay taxes, and yet they derive no benefit from the money that the Dominion devotes to the building of a National Library, or that the Province gives in grants to public libraries. It seems only proper that a Provincial Library Service should make some attempt to meet their needs.

The establishment of an "Open Shelf" system in Ontario would necessitate enlarged quarters in the building now occupied by the Public Libraries Branch, an increased appropriation for books, and an increased staff. Probably at first the

Travelling Libraries Division of the Branch could look after the "Open Shelf" system, since they would presumably be using a common book-stock; but at least one new assistant should be appointed to handle the "Open Shelf" loans as a beginning. What the demands of the service would be, I find it difficult to estimate. Much would depend on the publicity that the service was given; and I think it would be best to begin the service in a small way, until experience indicated how it should best be organized. There are several questions to which only time will give the answer. Should fiction and children's books be included in the "Open Shelf"? If so, where is a line to be drawn? Should borrowers pay a fee or deposit, as well as postage; or should they receive the loans free, as in the western provinces? Should a catalogue of books available be printed, with frequent supplements, to be sent to borrowers on request? These, and some other questions, I do not feel competent to answer. They are problems that should be studied by the Director of the Provincial Service if, as, and when an "Open Shelf" system is established.

All I wish to do here is to enunciate the general principle that a Provincial Library Service should try to meet the needs of those who live in areas where there are no public libraries; and the "Open Shelf" system is the only way I know in which these needs may be met.

RECOMMENDATIONS

IN CONFORMITY WITH THE ABOVE REPORT, I BEG TO MAKE THE following recommendations:

- (1) That the Public Libraries Branch of the Department of Education be re-named the Provincial Library Service of the Department, and that the Director of Public Library Service be designated the Director of Provincial Library Service.
- (2) That the proposed Director of Provincial Library Service should inaugurate in his department an interlibrary loan service to the smaller libraries in the province, and an "Open Shelf" system of loans to people in areas without public library service.
- (3) That the staff of the proposed Provincial Library Service be enlarged by the addition of an inspector of public and regional libraries, a provincial children's librarian, and at least three additional assistants to meet the initial demands of an interlibrary loan service and an "Open Shelf" service.
- (4) That the quarters in the building at 206 Huron Street (the old Grace Hospital) which the Public Libraries Branch now occupies should be enlarged and refitted, and that eventually the whole of this building should be re-constructed and made available to the proposed Provincial Library Service.

THE IMMEDIATE COST

IT IS DIFFICULT TO FORETELL WHAT THE ULTIMATE COST OF THE Provincial Library Services I have advocated would be. But, for a beginning, the cost should be quite moderate. I estimate that the salaries of the additional library assistants I have recommended should not exceed \$20,000; and I think that an appropriation of \$10,000, in addition to the existing appropriation, should be adequate to meet the demand for books, equipment, and supplies in the inauguration of an interlibrary loan system and an "Open Shelf" system. If my recommendations are approved, I would suggest an addition of \$30,000 to the budget for the Public Libraries Branch of the Department of Education for the fiscal year 1956-57.

There are some other matters suggested by the briefs presented by the Ontario Library Association; but I think these might well be deferred for consideration at a later date.

I have the honour to be,

Your obedient servant,

W. S. WALLACE,
Librarian Emeritus.

Appendix A

LIBRARY NEEDS OF THE PROVINCE OF ONTARIO

A BRIEF

SUBMITTED TO THE MINISTER OF EDUCATION,
PROVINCE OF ONTARIO

MARCH 30, 1944

by the

ONTARIO LIBRARY ASSOCIATION

Prepared by the Reconstruction Committee appointed
by the Executive of the Ontario Library Association

BERTHA BASSAM

ANNE I. HUME

W. STEWART WALLACE, *Chairman*

I. BRIEF ON LIBRARY NEEDS PREPARED BY THE RECONSTRUCTION COMMITTEE OF THE ONTARIO LIBRARY ASSOCIATION

THE ONTARIO LIBRARY ASSOCIATION DESIRES TO DRAW THE attention of the Ontario Government and Legislature to the urgent desirability of considering libraries and library needs in any plan for reconstruction after the war. Libraries do much more than provide recreational reading, though this is a valuable service. *They are the only public repositories of what knowledge is in print; and they are essential to every kind of scientist and every student of human affairs.* Library service in Ontario has hitherto been gravely inadequate: we have lacked any comprehensive scheme of library service for the Province as a whole. It is submitted that during the reconstruction period, money could not be spent more profitably or beneficially than on the development and extension of library services.

Library needs may be divided under the following headings:

1. Types of libraries (Public, School, College and University, Provincial)
2. Matters of professional importance affecting these libraries (Personnel, Training, Salaries, Pensions, Co-operation with other agencies)
3. Provincial aid: (a) Administrative aid
(b) Financial aid.

Types of Libraries

1. Public Libraries

In Ontario there are 232 free libraries and 255 association libraries to serve a population of more than three and a half million. Less than twenty per cent of this

population are registered library borrowers. In rural areas these libraries circulate less than one book per capita. This deplorable condition is the result of large areas in the Province having no library service and many districts having inadequate service.

(a) Municipal libraries

In order to secure adequate financial support we should have an increased per capita rate. As the Public Libraries Act now reads the public library rate may not exceed 50 cents per capita unless a majority of the council or board vote to increase this amount, in which case the rate may not exceed \$1 per capita. Stated in this way the 50 cents has usually been interpreted as a maximum rather than as a minimum rate. \$1 per capita is recommended in the United States for limited or minimum service, and \$1.50 per capita for reasonably good service.

It should be legally possible for libraries to extend their service beyond their municipal boundaries and to establish a metropolitan area when such procedure would provide the most satisfactory library service for that whole district. Under present conditions many suburban districts are without library service, though an urban library is in the vicinity.

(b) County and regional library organizations

Public library units should be large enough in population, area, and financial support to ensure adequate library service. When the library unit is small the financial support is usually too small to provide satisfactory service.

County and regional schemes should be organized under the direction of a provincial library agency. The distribution of books to the smaller centres, scattered communities and rural schools would then be possible on a large scale through county and regional libraries.

2. School libraries

Libraries should be established in all secondary schools. Qualified teacher-librarians should be in charge of these.

3. College and University libraries

At some of our leading institutions the library building is inadequate for housing the book-stock and carrying on the required services. If grants are made for post-war building, these libraries should be among the first buildings considered.

4. Provincial library

The Province should have a strong provincial library with a good reference collection which would make it the bibliographical centre for the Province. It should be equipped to give interlibrary loan service, and be a borrowing agency for loans outside the Province.

II. MATTERS OF PROFESSIONAL IMPORTANCE AFFECTING THESE LIBRARIES

1. Personnel

The professional standing of librarians should be defined and guaranteed by certification regulations.

Prerequisites for professional standing are:

(a) Graduation from a recognized college or university and Graduation from a library school.

(b) Graduation diploma of the Ontario Secondary Schools, and the Ontario Grade XIII certificate, or equivalent certificate; and Graduation from a library school. (In Ontario this standing is accepted in order to meet the needs of small libraries throughout the Province.)

If the Province enforced these professional standards for librarians by means of certification regulations, the result would be a more effective personnel and better service.

2. Training

An expanded programme for library training is desirable. With certification plans in force in each province the schools now in existence could offer short and refresher courses, without endangering professional standards. Indeed such courses would raise professional standards.

3. Salaries

It is necessary to increase salaries and establish definite scales of increments. These are essential if we are to continue to attract and to maintain within the profession librarians having academic and professional training. As the requirements for librarians are comparable with those for teachers, librarians' salaries should be on a par with those paid to teachers.

4. Pensions

Pensions for librarians are of immediate importance.

5. Co-operation with other agencies

(a) Schools

Co-operation between school and local libraries could provide increased library service for any community.

(b) Rural schools

Through regional and county libraries rural schools could be supplied with books, films and other cultural equipment such as maps, pictures and records.

(c) Adult education associations

The library through its trained personnel could assist and direct study groups. Books could be made available for the use of the Association's groups if extra funds could be found for this purpose. In rural areas regional libraries might also undertake the distribution of films, records, picture loans, and maps.

III. PROVINCIAL AID

The Ontario Library Association asks for two kinds of provincial aid for the libraries of this province. The first is *Administrative aid*, that is authorization and support for organizing new library services and reorganizing some of the established services. The second is *Financial aid* to provide for these new and revised services.

1. *Administrative aid*

(a) Provincial library agency or service

In this Province there should be a provincial library agency whose responsibility it would be to plan and develop a province-wide system of co-ordinated libraries.

The duties of such an agency would include:

- i. the supervision of provincial public libraries;
- ii. the establishment of efficient areas of library service;
- iii. the securing of legislation which would ensure adequate support for libraries;
- iv. enforcing and maintaining certification standards for library personnel.

To function efficiently a provincial library agency must have a competent, trained and experienced staff large enough to assume the full duties of the office.

In Ontario there has been one inspector for libraries. There are at least twenty inspectors for the secondary schools.

It is recommended that the Public Libraries Branch be expanded so that it may assume full responsibility for the above mentioned duties.

It is also recommended that one of the first duties of this Branch should be the preparation of a revised Public Libraries Act. The revision of the present Act is urgently needed in order that:

- i. the minimum per capita rate of financial support for public libraries be raised;
- ii. the establishment of library units suitable for county and regional schemes be legalized;
- iii. provision be made for the establishment of metropolitan areas of service when needed.

(b) Provincial library

There should be a Provincial library with a large book collection. It should be under the direction of a staff of trained and experienced librarians. The Legislative Library should be a unit functioning within this library.

(c) School libraries

A supervisor of school libraries should be appointed under the Department of Education. The supervisor should be responsible for organizing libraries in secondary schools, and for setting up and maintaining standards for service and personnel.

(d) Library training

It is recommended that the University of Toronto Library School be expanded to meet post-war needs.

Coupled with the recommendation for post-war expansion it is recommended that the Library School be located on the grounds of the University so that it will be in close proximity to the University Library and the Public Reference Library, both of which institutions are used as laboratories for practice work. It is also recommended that the Library School should be given the status of an independent school within the University of Toronto, such as the School of Hygiene or the School of Social Work.

2. *Financial aid*

(a) Provincial library agency or service

A substantially increased appropriation is needed for salaries and equipment if the necessary duties of such an agency are to be carried out by the Public Libraries Branch. These duties are specified under III, 1, (a).

(b) Provincial library

A substantially increased appropriation is needed to:

- i. provide the necessary professional staff;
- ii. provide the necessary clerical staff;
- iii. provide the books necessary to make this library the bibliographical centre for the province.

(c) School libraries

An appropriation sufficient to provide for the establishment of an Office of Supervisor of School Libraries under the Department of Education is needed.

(d) Library training

An increased appropriation is needed for the University of Toronto Library School to provide:

- i. additional staff in order to meet the demand for librarians specially trained for library extension work in its many phases, regional, county, school, and work with boys and girls;
- ii. enlarged quarters.

(e) Grants-in-aid to public libraries

Increased grants are needed for the public libraries. The present grants range from \$9 to \$209 for a single library. These are not comparable to school grants in the same districts, nor are they large enough to be in any way effective.

The Nova Scotia government has passed legislation offering provincial support for regional libraries at the rate of one dollar for every dollar voted by the district.

For the fiscal year 1941/42 the Public Libraries Branch disbursed as grants to libraries \$41,055.11. For the same period this Branch disbursed as grants to non-library institutions \$30,700. It is an amazing situation that in the Province of Ontario, \$30,700, an amount equalling one-third of the total appropriation of the Public Libraries Branch as shown in the 1941/42 Public Accounts, is spent on non-library organizations. It is requested that this \$30,700 be used for library purposes.

Appendix B

BRIEF ON LIBRARIES IN ONTARIO PRESENTED TO THE ROYAL COMMISSION ON EDUCATION BY THE ONTARIO LIBRARY ASSOCIATION

1945

HISTORY AND PRESENT POSITION

EVERY BRIEF WHICH IS BEING PRESENTED TO YOU FOR BETTER educational facilities in this province is directly or indirectly an argument for better library service. Libraries, whether public, school, or university, are essential foundations in the educational process.

The public library itself rose on a foundation of adult learning, mainly as a development of the Mechanics' Institutes. Its expansion in the past fifty years has come with the extension of the adult educational impulse to a literate people and the need for supplementing the teaching of the schools.

Our Ontario libraries were moulded by an Act conceived fifty years ago. It was revised, in parts, twenty-five years ago and has since had no major revision.

The Act consequently has not kept pace with the altered conditions of the past years. Departmental regulations based on it have accordingly remained fairly static and grants-in-aid to local libraries, made under these regulations, have actually decreased during the period instead of increasing, as have other educational grants.

Under the Act the establishment of libraries is permissive. Consequently about 33 per cent of the population have no library service. In England the corresponding figure is 1 per cent; in the United States, 25 per cent.

Further, of the 480 libraries operating under its provisions, over 50 per cent—some 250—are not public but are private association libraries, supported by membership fees and, at times, token grants from taxing authorities. The great majority of these operate on annual budgets of from \$100 to \$200, or less. Such support is obviously inadequate.

These isolated small libraries in our rural and smaller town communities cannot provide the book-stock or trained personnel they require to meet the educational needs of their constituencies.

It has been found from experience that a population of at least 25,000 is necessary for the economic development of reasonable library service. Organization on a regional, district or county basis provides this, and has solved the problem in the United States, Great Britain, British Columbia, and Prince Edward Island. In Ontario a start has been made by voluntary, co-operative county associations, which have demonstrated the value of larger units. Our present Act does not give power to County Councils to establish them.

Tax-supported public libraries are usually situated in larger towns and cities. These libraries were instituted by vote of the citizens of the municipalities and are under control of Public Library Boards to which the City Councils and Boards of Education each appoint a member annually for three-year terms and the Separate School Boards a member annually for a two-year term. They are maintained by monies raised by the municipal Councils. The Public Libraries Act sets the minimum the Boards may demand at 50c. per capita, and is so worded that that amount is usually taken as the maximum. The support of public libraries has not materially increased in twenty-five years. With notable exceptions, they are at starvation levels, so much so that, in many cases, they are unable to employ trained librarians or purchase a representative supply of books. Much less are they able to provide their communities with other audio-visual aids and materials now considered part of the process of education.

In general, the libraries of the province are in a deplorable state. They are starved for both moral support and financial aid. As a result they are, in much greater numbers than we care to admit, moribund.

PLACE IN EDUCATIONAL SYSTEM

Since it is a persistent fact that books are essential tools of education and the art of reading the most essential skill the school can teach, the adequate maintenance of libraries is a serious duty of our provincial government. The library serves in the life-long process of education. It stands back of the home and the school. In adult life it becomes a most important continuing and free educational agency.

Therefore it might well be expected that financial support for education would be continued adequately for all ages. Instead we find that provincial and municipal support is concentrated almost wholly on the schools. In 1943 this support amounted to \$15.17 per capita for schools, and only 38c. per capita for libraries to carry on and safeguard that expenditure on formal education. Such a policy fails to make the most of public funds since it does not maintain adequately the means to continue education, best achieved through libraries.

FUNCTION OF LIBRARIES

The function of the library today is two-fold. First, it is charged with building, into organized collections, books primarily, but also such other related media as will further the ends of education generally and adult education in particular. Such related collections may include films, slides, recordings, art and museum collections, exhibitions, etc.

The second function has grown out of the experience of the past fifty years. It is to encourage, stimulate and guide the employment of these collections to useful ends. Such stimulation and guidance involves the broadening of people's desire for their use by programmes of lectures, group discussions, training and study groups, film showings, demonstrations and exhibitions, in addition to the preparation of reading lists,

bibliographies, and general advisory work. Such a programme requires primarily a highly trained staff.

The library's use of these materials extends through the recreational and educational fields; from childhood to old age; with individual contacts and with community group interests.

The recreational value of books, films, etc., is important in maintaining the mental, emotional and imaginative health of our people, which is illustrated by their increasing therapeutic use in our mental hospitals and penal institutions.

In the informational and educational field libraries are indispensable. Books are the repositories for that information which is necessary to research. The development of research collections is peculiarly the duty of university, provincial and public libraries, for on such collections, well organized, rests the whole research programme of the nation. Finally, books give direct contact with the minds of men of genius in thought and action. Such contact alone can bring understanding of the principles and ideals which should motivate our civilization, point a way of living, and place in their proper context for solution the serious problems with which we are faced today.

With these ends in view the Ontario Library Association, from its intimate knowledge of the situation, submits for your consideration the following recommendations which it believes will place libraries in their true relationship to the educational problems the Commission has under consideration.

RECOMMENDATIONS

I. PROVINCIAL ADMINISTRATIVE ORGANIZATION

We recommend that

1. The present Public Libraries Branch of the Department of Education be expanded into a strong library directorate with a director and the necessary inspectors and staff to carry out the duties pertaining to the department, which duties would include:
 - a. The preparation of a complete revision of the Public Libraries Act in the light of these recommendations.

- b. The establishment of a province-wide system of efficient areas of library service.
 - c. The establishment and maintenance of certification standards for library personnel.
 - d. The development of research into library problems and the provision of advisory service to local libraries.
 - e. The securing of an annual appropriation from the provincial legislature to ensure adequate support for libraries.
2. There should be a provincial library with a large book collection. It should be under the direction of a staff of trained and experienced librarians. The legislative library should be a unit functioning within this library.
 3. A supervisor of school libraries should be appointed under the Department of Education as are other school inspectors. The supervisor should be responsible for organizing libraries in primary and secondary schools and for setting up and maintaining standards for service and personnel in these libraries.

II. LIBRARY ORGANIZATION IN THE PROVINCE

The Ontario Library Association recommends a province-wide system of co-ordinated libraries that would

- a. Continue and expand municipal public libraries already established in cities and towns of sufficient population to provide efficient service.
- b. Provide for the establishment of metropolitan areas to enable libraries of larger towns and cities to extend their services beyond their municipal boundaries when such procedure would provide the most satisfactory service for the whole district. Under present conditions suburban areas are usually without library service, though competent urban libraries are in the vicinity.
- c. Provide larger areas of library service on a county, regional or district basis that would continue and

expand municipal libraries for smaller towns and rural districts and establish new libraries wherever necessary.

- d. Encourage association libraries to become public libraries and to be local units in their regional, district or county library.
3. Encourage public library boards to establish and/or make use of audio-visual materials and equipment as well as books; and in addition lectures, exhibitions, discussion groups and adult classes, etc., where possible.

A considerable number of libraries are already undertaking some or all of these activities in response to the demand of their users. Libraries are the logical operating institutions to perform these services in most communities.

III. PERSONNEL

It is essential to the development of library service as an educational force that its direction should be under properly trained personnel, including specialists in various fields.

THEREFORE the Ontario Library Association recommends:

1. That the University of Toronto Library School be expanded in order that it may meet the new needs.

It would also be desirable to have the Library School located in the grounds of the University of Toronto as an independent school.

2. That professional training of librarians should be defined and guaranteed by certification regulations for graduates of recognized library schools.

Regulations already approved by the Ontario members of the profession should be put in force to cover cases of those at present in service.

3. That salaries be increased and definite scales of increments established.

These are essential if the profession is to attract recruits and maintain both academic and training standards in competition with other professions.

4. Pensions for librarians.

These are of immediate importance especially since many librarians have given devoted service on low salaries during past years.

IV. FINANCES

Increased appropriations are needed to make the above proposals possible. However, the total sum required to implement all recommendations for financial assistance from the legislature are, in fact, modest. They would be only a very small part of the legislature's annual educational budget.

Municipal support

We recommend the raising of the minimum statutory municipal appropriations from the present 50c. per capita, which has been in effect for 25 years.

Provincial Grants-in-Aid

We recommend that:

1. Increased grants be made to public libraries comparable to those now given to schools.

In 1943 legislative grants to schools were \$3.76 per capita—to libraries they were only \$.0117 per capita, or .31 per cent of the total educational grants. This difference was greatly increased by the upward revision of school grants in 1944.

Present annual provincial grants to libraries range from \$9.00 to \$209.00 for a single library. These grants are not comparable to school grants in the

same districts nor are they large enough to be effective in improving library service.

2. Such grants be made on the basis of the local per capita expenditures and on the maintenance of professional standards.
3. Special grants be made available to public library boards as they are to school boards to encourage such adult educational and cultural programmes, including lectures, classes, audio-visual programmes, exhibitions, etc., as may be approved by the Director of Public Libraries.
4. Special grants be provided to extend the use of the resources and services of larger libraries to surrounding regions.

Provincial Agencies

We recommend:

1. An increase in the budget for the Public Libraries Directorate to the amount necessary to meet proposed expansion of duties.
2. An increase in the budget of the University of Toronto Library School to meet proposed expanded programme of training.
3. An increase in the budget of the Department of Education to cover costs of proposed office of supervisor of school libraries.

Subsidized Building Programme

We recommend priority for library building in any future government-subsidized building programme.

Since most of our library buildings, university and public, were built a generation or more ago, many should be replaced by adequate modern structures.

V. LEGISLATION

Finally, we recommend that a general revision of the Public Libraries Act and the regulations framed under it be made by the Public Library Branch of the Department of Education to comply with the findings of the Commission.

Respectfully submitted, on behalf of the Ontario Library Association.

Special Committee:

R. E. CROUCH, *Chairman*,
Librarian, London Public Library

MISS BERTHA BASSAM,
University of Toronto
Library School

MISS MARY MUSTARD,
Librarian, Brantford
Collegiate

C. H. HALE,
Chairman, Orillia Public
Library Board

MISS FREDA WALDON,
Librarian, Hamilton
Public Library

MISS ANNE HUME,
Librarian, Windsor Public
Library

W. S. WALLACE,
Librarian, University of
Toronto

MRS. G. A. KERR,
Trustee, Windsor Public
Library Board

J. J. TALMAN, President,
O.L.A., Assistant
Librarian, University
of Western Ontario.

Appendix C

PROVINCIAL LIBRARY COMMITTEE REPORT TO THE EXECUTIVE, FEBRUARY 1, 1952

THE PROVINCIAL LIBRARY COMMITTEE MET IN TORONTO ON November 17, 1951, visited the Legislative Library, the Traveling Libraries and the Toronto Public Library, and discussed the problem at some length. The Chairman subsequently visited the University of Toronto Library. After further consultation by correspondence, we beg to submit the following report:

- I. We find that a number of libraries throughout Ontario are now giving some provincial service, chiefly by means of interlibrary loans. Some reference questions from the smaller places are being answered by the larger libraries, but such service is a matter of courtesy and cannot always be accompanied by the loan of books to individuals. There is no place to which an individual in areas where there are no libraries can apply for library service as a matter of right, apart from the Travelling Libraries. Only a handful of libraries in the Province are large enough to give effective reference service or meet the varied demands of readers for specialized books. The number of requests (many of which cannot now be met) which come, without advertisement, to the larger libraries and to the Director of Public Libraries make it certain that if Provincial Library service were offered the volume of demand would be large.

II. PROVINCIAL LIBRARY SERVICES NEEDED

(a) *Reference Service* for small and medium-sized libraries, to answer questions by mail and supply needed books. Even the large cities will need to call on this service too.

(b) *Open-shelf service*, including whatever reference work is necessary, for those in areas not served by any library.

(c) *Interlibrary loan system*. In time this will be facilitated by the Union Catalogue at the Canadian Bibliographical Centre.

(d) Though it is hoped that eventually the small libraries will be linked in county or regional libraries and that isolated individuals will be served by open-shelf service, it is probable that *Travelling Libraries* will be needed for some time to come, to supplement collections of small libraries and serve rural schools and groups where there are no libraries.

(e) A clearing house for *exchange of duplicates*.

(f) A library to which other libraries could send books too valuable to discard and yet which are too seldom used to justify shelf space in any but very large libraries. If books such as these could be sent to the Provincial Library, duplicates could be sold or exchanged, but at least one copy would be available in the Province to be borrowed for the occasional reader who may need it.

(g) *Listing of Provincial documents* and organization of distribution to eliminate waste while ensuring that all documents are secured by the libraries which will make good use of them.

(h) Co-ordination of research facilities.

III. The immediate need is to decide on the *organization* which will make the best use of *all* existing library resources (not merely the Toronto Public Library as

suggested by the Hope Report) and supply services now lacking; but we are not prepared, without a more extended study than this Committee can make, to recommend just what form this organization should take. We would suggest, however, that many of the services listed above are closely linked with the extension work of the Director of Public Libraries and that therefore the planning of the Provincial Library cannot be divorced from the planning for more complete public library service for the Province. The kind of accommodation required for the Provincial Library, and its location, will depend on the organization decided upon.

IV. RECOMMENDATIONS

In view of the above findings, we recommend that the Ontario Library Association seek an interview with the Minister of Education to put these considerations before him and urge the Government to—

1. Appoint a Provincial Librarian to make the needed survey of existing resources, investigating also any other factors which would influence the establishment of a Provincial Library including the considerations stated under II above; and to study the plans now in effect in other Provinces, especially in British Columbia and Nova Scotia, and in such States as New York, Massachusetts, Michigan and Ohio. A study of both these Provincial and State Libraries and the Regional Libraries in these areas and their integration with the central library would, we think, be useful.

We suggest that the Survey of existing resources might cover the Provincial Government, University and larger public libraries to find out—

- (a) Their present policies in regard to interlibrary loans and the extent of their activities in this field.

(b) Their present policies in regard to giving reference service and lending to individuals outside their own constituencies.

(c) What they would be prepared to do as part of a comprehensive provincial scheme, with or without special grants from the Provincial Government, to cover the Province with a network of service, headed by the Provincial Library, somewhat on the order of the British regional scheme, culminating in the National Central Library,—or

Whether they think it would be better to concentrate all services as much as possible in Toronto.

After such studies, the Provincial Librarian would then be in a position to make recommendations to the Government as to the best way of organizing the Provincial Library to make the fullest use of existing resources without duplication and to extend library services in the fields not now covered by any existing library.

2. Consider whether a liaison Committee with the Ontario Library Association representative of all points of view might be useful to the Provincial Librarian in making the suggested survey.

V. NOTE ON II (h)—CO-ORDINATION OF RESEARCH FACILITIES

It would never be possible now to concentrate *all* facilities for original and extended research in one place. Research is now and will continue to be a function of the Ontario Archives and all major libraries, especially the Legislative Library, the University Libraries, the Toronto Reference Library and such specialized libraries as the Academy of Medicine, the Ontario Hydro-Electric Commission, the departmental libraries of the Provincial Government, and the larger municipal libraries.

There is some consultation and co-operation among these libraries now and a considerable volume of interlibrary lending.

The only *Recommendation* we can make here is to suggest that this co-operation be continued and extended. It should be possible, for example, to arrange for one library to be responsible for the acquisition and preservation of all Ontario imprints. There might also be agreements on specialization to see that all fields are covered without unnecessary overlapping.

We would expect the Provincial Library to build up a strong collection and to give leadership in the matter of co-operation without unnecessary duplication of existing collections.

All of which is respectfully submitted,

R. E. CROUCH

ELSIE DUNN

HILDA LAIRD

FREDA F. WALDON, *Chairman.*

Appendix D

ONTARIO LIBRARY ASSOCIATION

THE NEED FOR A PROVINCIAL LIBRARY

A BRIEF SUBMITTED TO THE GOVERNMENT OF ONTARIO

(DECEMBER 23, 1955)

SUMMARY

PROVINCIAL LIBRARY SERVICES ARE NEEDED BECAUSE SMALL unitary libraries cannot give the educational, information and reference services demanded by modern living; they cannot even give sufficient variety in recreational or cultural reading, *without access to the resources of a large and comprehensive library. Only five of the 496 libraries in Ontario are large enough to function alone with the help of legitimate inter-library loans. At present the others are receiving considerable help from the larger public and university libraries by courtesy, not by right, and such assistance is necessarily limited. What they need goes far beyond the scope of "legitimate" interlibrary loans as organized at present.*

The Ontario Library Association therefore begs to submit for the consideration of the Government of Ontario the following resolution:

WHEREAS after careful consideration the Ontario Library Association is of the opinion that Provincial Library services are needed to provide:

- (a) *Reference service* for small and medium-sized libraries, to answer questions by mail and provide needed books

- (b) *Open-shelf service* including whatever reference service is necessary for those in areas not served by any library
- (c) *An interlibrary loan service*
- (d) A clearing-house for an *exchange of duplicates*
- (e) *The listing of provincial documents* and the organization of their distribution so as to eliminate waste
- (f) *Co-ordination* of research facilities:

THEREFORE be it resolved that the Provincial Government be requested to appoint a librarian to make a survey of existing resources, investigating all factors which would influence the establishment of a Provincial Library Service, and that the requirements as shown by the survey be implemented at an early date.

THE NEED FOR A PROVINCIAL LIBRARY

THE PRESENT POSITION

ONTARIO HAS ALWAYS PRIDED ITSELF ON BEING THE "BANNER province" in public library development. Its Government was the public library pioneer in Canada, and *in some respects a pioneer in North America*. Its library legislation has stood the test of time in a remarkable way, and the Director of Public Libraries is a most helpful official. The recent increase in Provincial grants has resulted in marked improvement in many libraries. The Library School of the University of Toronto is one of the best of its kind.

The Ontario Library Association appreciates to the full the help which the Provincial Government has given and is giving to the library movement, but we are increasingly aware that in one very important respect, this Province is falling behind some of the other provinces, namely, in providing Provincial Library Service.

British Columbia was the first to establish a Provincial Library. Now Newfoundland, Nova Scotia, New Brunswick, Prince Edward Island and Saskatchewan are developing similar services, each in its own way to meet its own needs. Some service, though not as complete, is offered in Alberta and Manitoba.

The Ontario situation is different from that in any other province, and we shall have to find our own pattern to fit our own situation. The Association is not prepared to say just *how* the service should be organized. We merely beg to state the problem and ask that a librarian be appointed to study the whole question and recommend the best way to organize what is needed.

The problem, simply stated, is that small units *cannot* provide, alone and unassisted, modern adequate library service. Only five libraries in the province are large enough to stand alone, and even they would benefit from a Provincial Library. Our main concern, however, is with the smaller libraries, and with the areas not now receiving any library service.

Here are the facts:

The Dominion Bureau of Statistics estimates the population of Ontario on June 1, 1955, as 5,183,000.

According to the latest report of the Director of Public Libraries, the population covered by 251 free public libraries was 3,006,847, and by 231 association libraries 288,099—a total of 3,294,946, or 64 per cent of the whole population. *Of the population of Ontario, 36 per cent has no public library service.*

An income of \$100,000 is the dividing line between a comprehensive book collection and specialized professional service, and something less than full resources.

Of those having library service, 1,316,315 are served by the five large city libraries with incomes over \$100,000. That is, *26 per cent of the whole population are in cities large enough to provide good modern service.*

In the next group, in 13 cities with incomes between \$50,000 and \$100,000, 604,357 people, or *12 per cent of the population*, are receiving *good service which needs to be supplemented* for reference purposes. Even the libraries of this size are not large enough to stand alone. Their requests for interlibrary loans are often “legitimate”, but they hesitate about imposing on their larger neighbours.

Then there are 10 cities with incomes between \$25,000 and \$50,000, serving 275,894, or *5 per cent of the population*. These libraries are comparable in size with large branches in the large cities. They need a central library on which to draw just as do city library branches, which constantly borrow from the central library and refer patrons to it.

The minimum income on which a trained librarian (underpaid) can be employed is \$10,000. There are 22 libraries with incomes between \$10,000 and \$25,000, serving 281,870 people, or *5 per cent of the population*. These libraries may be com-

pared to small branches in large cities, which are very inadequate without the central library on which to draw.

This leaves *16 per cent of the population* served by libraries so small that they cannot begin to offer professional service or a varied book-stock.

This 16 per cent, added to the 36 per cent without library service, adds up to *52 per cent of the population receiving no or utterly inadequate library service.*

This dismal picture is lightened by the existence of 14 county or district organizations. In 1955, about 81 free and 119 association libraries were in these systems. Unquestionably, these libraries are giving better service than the larger number of those outside the county systems but in 1954 the highest income of any of the counties was just over \$20,000: *Even the county systems are not large enough for full modern library service, without assistance from a large library.*

CONCLUSION

The people in the smaller towns and villages and in the rural areas can have little idea of what efficient library service can mean. The difference between the services received by the favoured 38 per cent in the 18 largest cities and those offered by the little village library is so great that it is a difference in kind. In British Columbia, for example, the Provincial Library does a great deal to bridge this gap.

In brief, what is needed is a Provincial Library which would supplement the resources of the smaller libraries, as the Main Library of a city system supplements the resources of its branches, together with open-shelf service for the people in thinly populated and remote areas with no libraries at all.

This would not necessarily entail the setting up of a completely new library, nor require, at this stage, a new building. The Province of Ontario already has within its jurisdiction valuable book collections. The larger public libraries might be able to do more for their smaller neighbours if they were part of a clearly defined provincial system. *We strongly advise against unnecessary duplication.*

It is because the whole question is such a complicated one, and our resources comparatively so rich, that we ask for a survey with a view to working out the best way to make use of existing resources, and to add whatever is needed to achieve the ends outlined in the Summary at the beginning of this Brief.

All of which is respectfully submitted by the Ontario Library Association:

WILLIAM GRAFF, *President*

DOROTHY SHOEMAKER, *Chairman*, Provincial
Library Committee

FREDA F. WALDON	}	<i>Past Chairmen</i> ,
ROBERTA WILSON		Provincial Library Committee.

Appendix E

A LETTER FROM MISS REATA M. VANSICKLE, CHAIRMAN,
CANADIAN ASSOCIATION OF CHILDREN'S LIBRARIANS,
TO W. S. WALLACE, NOVEMBER 27, 1956

THE CANADIAN ASSOCIATION OF CHILDREN'S LIBRARIANS, OVER half of whose members live and work in Ontario, takes a keen interest in your Provincial Library Survey, hoping that, as a result of it, there will come a time when *all* the children of Ontario may have enough good books within their reach.

Since the taste for good literature is formed in childhood, and the child who reads, leads, it is important that all children have an opportunity to enjoy their rightful heritage of good reading. In this complex modern world our children need all the information, all the understanding, the sense of values, the inspiration and the sense of humour that good books give. And it is continually being pointed out to us that not half of our children have adequate library service, and that many have none at all.

A provincial library service could integrate the efforts of those interested in children and books, could act in an advisory capacity, giving leadership and guidance where needed, and could provide a book loan service to isolated spots in the province. Specifically, we feel that such a provincial set-up could fill the most urgent needs of book service to children, as:

1. *Recruitment and training of children's librarians and custodians.* This could be accomplished by publicity (see enclosed folder); by scholarships and grants; by regional workshops, correspondence courses and summer schools, as well as the accredited course at the University of Toronto School of Library Science.

2. *Practical professional guidance for smaller public and school libraries.* The problem of What books to buy? and Where to get them? could be solved by providing a buying service and monthly buying guides. Pilot or demonstration libraries could be set up in communities wishing to begin or improve service to children. The practical assistance of a field worker in matters of classification, routines and management, could be made available; and newsletters could be published to inform and inspire workers with children and books, and to suggest minimum standards of service to children.

3. A provincial library under the Department of Education could bring about *Better co-operation and less over-lapping between school and public libraries* by providing basic lists of pleasure reading for each of the school grades (thus decreasing the haphazard buying of shoddy books) and arranging supplementary service by the local public library in some manner satisfactory to both.

Other services which could well come within the scope of a provincial library would be a survey of needs and general promotion of improved book service to children; publicity and promotion of children's reading in co-operation with other interested groups; and a lending service of specialized material on work with children, such as Powers, *Work with children in public libraries*; Sawyer, *The way of the storyteller*, the storytelling records of Gudrun Thorne-Thomson, Arbuthnot, *Children and books*, and the Picture Book Parade films. Direct lending service of children's books, as in an Open Shelf system need only be considered for isolated spots. In our rural and smaller communities existing services could be improved and integrated so that each region may better serve itself.

To sum up, a provincial library service for children could so improve existing conditions that within a few years these days when some children have no books and few have enough good books will be relegated to "Once upon a time. . . ."

Respectfully submitted

REATA M. VANSICKLE, *Chairman*,
Canadian Association of Children's Librarians.

Appendix F

MEMORANDUM FROM THE CHILDREN'S LIBRARIANS' SECTION OF THE ONTARIO LIBRARY ASSOCIATION

DECEMBER 11, 1956

THE MEMBERS OF THE CHILDREN'S LIBRARIANS' SECTION OF THE Ontario Library Association were, like all librarians in the province, both pleased and encouraged by the announcement last spring that you had been asked by the Provincial Government to make a survey of existing library facilities in Ontario with a view to their future development.

During the past few years the Ontario Library Association has had so many requests from outside organizations for representatives to work with them on committees and projects concerned with children's reading that a permanent Advisory Committee on Children's Reading was formed to co-ordinate all these activities. It has become increasingly evident to this committee that a permanent advisory service to be available to all those concerned with children's books and reading is an urgent need.

In 1954 the Children's Reading Committee of the Ontario Federation of Home and School began a library development project. A questionnaire was sent to the Director of Public Library Services to try to find out the extent of library service to children throughout the province. This revealed that more than half the children between the ages of five and fourteen years are either receiving no library service at all or service of substandard quality. (See "Children—a dangerous gap," in *Ontario Library Review* for November, 1954.) As a result of this investigation the Federation of Home and School requested that a member of the Ontario Library Association be appointed

to act as advisor to their Children's Reading Committee and in April, 1956, the following resolution was passed at their annual meeting:

That the Ontario Federation of Home and School Associations respectfully request the Provincial Government to appoint a librarian to make a survey of existing library resources, particularly of all factors which would influence the establishment of a provincial library service, with special reference to the needs of children, and that the needs as shown by the survey be met at an early date.

Before this resolution could be presented your appointment was announced.

In 1953 a committee representing the several Teachers Federations in the province, the Ontario Library Association, and the Canadian Educational Book Publishers' Institute was formed to conduct a survey of the recreational reading habits of Ontario school children. A questionnaire was sent to twenty thousand elementary school teachers. The replies received and the deliberations of the committee resulted in a report a copy of which we are enclosing. May we call your attention to the conclusions on page 14? Of the seven recommendations on page 15, six could be wholly or partially implemented by a permanent advisory service on a provincial scale.

Wherever good service is provided for children in the public library, the children's librarian is constantly asked for professional help by interested people who have no such service in their own communities. Requests also come from other libraries. One medium sized library, the staff of which is already taxed to the utmost to meet the needs of its own growing community, reports that it is now attempting to deal with three requests for help in book selection from smaller libraries in the district. Until such time as a central advisory service is established these efforts are unco-ordinated and inadequate.

May we, therefore, request that you include in your report the recommendation that any provincial library scheme should include, as one of its basic services, facilities for advisory assistance to anyone requiring professional help in the matter of

children's books and reading? We believe that the establishment of such a service would, on the one hand, forward the endeavours of many interested communities and organizations which are genuinely anxious to make good books available to the boys and girls of Ontario, and that, on the other hand, it would direct those interested to the many excellent facilities which already exist such as the Travelling Libraries and the book lists in the *Ontario Library Review*, and that it would result in the fuller co-ordination of all professional work being done along these lines in the province.

Submitted by MARGARET WHITEMAN
for the Children's Librarians' Section,
Ontario Library Association.



ONTARIO